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TOWARD A MULTICULTURAL ORGANIZATION

Report of the
USDA Forest Service
Task Force
on Work Force
Diversity

March 1991

United States
Department of
Agriculture

Forest Service



About The Cover

The cover depicts a "Circle of Colors," which has great significance in certain Native American cultures. The brown represents "Mother Earth." The blue represents "Father Sky" — the Creator — the air and the sun, moon, and stars. Other colors represent the people upon Mother Earth.

The circle represents the interrelationships of people, the earth, and the sky. All things — plants, animals, fish, birds, soil, water, and air — are connected by the circle. In it, all are important and all contribute to the survival and good of all others. All are due respect, love, care, and protection.

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TOWARD A MULTICULTURAL ORGANIZATION



**Report of the
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HIGHLIGHTS

In 1976, the Forest Service established a civil rights policy, and line officers established numerical targets. In December 1987, the policy was reaffirmed and extended when the Forest Service published a vision, direction, and goals for diversifying its work force. Since then, progress has been made, particularly in hiring white females, but the Forest Service is still dominated by the culture of white males. As a result, the special experiences and insights of females, minority group members, and people with disabilities are not well represented at the upper levels of the organization. Other problems with the current program include significant white-male backlash, a sense of frustration with the Forest Service by people in under-represented groups, and difficulties in recruiting people in such groups with specific education and experience for jobs that are open.

Goals connected with effectively caring for the land and serving people must be met while work force diversity goals are being achieved. We believe that significant changes are needed to simultaneously achieve all Agency goals.



Overall Strategy

The overall strategy for achieving work force diversity must be significantly altered. At present emphasis is on affirmative action and on being sensitive to the needs of under-represented groups. We believe that a strategy which emphasizes numbers rather than people is inappropriate. We recommend that the Forest Service transform itself into an employer of choice. We see four major elements in this strategy:

1. Conversion of the Forest Service into a multicultural organization.

Our vision of the Forest Service in the near future is: The Forest Service is multicultural and diverse. Employees work in a caring and nurturing environment in which leadership, power, and influence are shared. All employees are respected, appreciated, and accepted for their contributions and perspectives. As a result, Forest Service efforts are highly innovative, effective, and satisfying.

2. Adoption of a participatory approach to supervision and leadership throughout the Forest Service.

In a multicultural organization, participatory supervision and leadership are necessary to draw upon the diverse backgrounds and abilities of employees.

3. Urgent pursuit of objectives.

The recommended strategy must be adopted quickly to gain advantage over competitors in the labor market and to provide the services that the American public demands.

4. A marketing approach for program design and execution.

The cultural changes we envision are far reaching. We are asking for major changes in the ways in which people in the Forest Service interact with one another, see themselves, and accomplish their jobs. For many employees, the changes will be uncomfortable. Resistance must be anticipated and handled. We recommend a marketing approach because it systematically considers the needs of people. The program must be tailored to those needs.

We note that similar changes are being recommended to increase creativity and improve quality in the workplace. We also see a relationship to the New Perspectives philosophy, which must embrace new values and attitudes to succeed.

Goals

We recommend adoption of eleven specific goals for diversification of the Forest Service work force:

- 1 To elevate the stature of leadership devoted to human resources and the establishment of a multicultural organization.
- 2 To effectively recruit and to retain a multicultural work force.
- 3 To have an innovative, creative, people-oriented work environment for Forest Service employees.
- 4 To achieve community acceptance of our multicultural work force.
- 5 To highly value, understand, and effectively manage diversity in the Forest Service.
- 6 To provide outstanding support and first-line supervision to a multicultural work force.
- 7 To establish a national Forest Service policy that helps employees balance career and personal needs in an increasingly complex society.
- 8 To achieve a national vision and focus for training and development of the work force.
- 9 To have effective accountability for managing a multicultural organization and for diversifying the work force.
- 10 To clearly define Forest Service numerical targets for work force diversity in 1995 and to provide overall direction for the year 2000 and beyond.
- 11 To fully and appropriately recognize individuals and organizational units for the full range of multicultural accomplishments.



ASSIGNMENT AND MODE OF OPERATION

In April 1990, Forest Service Chief F. Dale Robertson commissioned this National Work Force Diversity Task Force. Its charter was to help the Agency to reach its announced goal of having a work force in 1995 and beyond that reflects the diversity in the national civilian labor force. The group was assigned the following broad and specific goals:

Broad Goals:

To consider all matters pertaining to work force diversity, including but not limited to:

1. Employment regulations and procedures.
2. Administrative organization and staffing.
3. Exemplary plans and programs.
4. Utilization of non-Forest Service resources.
5. Appropriate recognitions and encouragements.
6. Suggestions and recommendations by employees at all levels.
7. Recruitment.

Specific Goals:

1. To define work force diversity in operational terms.
2. To establish specific objectives for work force diversity that contain meaningful employment targets.
3. To prepare functional descriptions of work force diversity which enhance and reinforce its definition.
4. To establish criteria of adequacy for all plans formulated to achieve work force diversity.
5. To recommend strategies to support the promotion and achievement of work force diversity as outlined in "Workforce 1995."
6. To recommend activities that positively promote our efforts to achieve work force diversity with the public.
7. To establish appropriate recognition and encouragement for all Forest Service units that achieve diversity as defined and described.

Since April, the Task Force has met five times to evaluate and discuss the complex issues surrounding work force diversity. The Task Force gathered relevant information in several ways: (1) Requests were sent to all Regions, Experiment Stations, and the Northeastern Area for reports, questionnaire results, and analyses pertaining to work force diversity. (2) A letter was sent to all Forest Service

employees soliciting opinions on work force diversity. (3) Regional and Station personnel near meeting sites were invited to attend and share their perspectives. (4) Human resources literature was reviewed and individuals were contacted to learn about practices in other organizations.

To complete specific jobs, the Task Force divided itself into four subgroups, which addressed (1) work environment; (2) outreach and recruitment; (3) retention, training, and development; and (4) recognition, accountability, assessment, goals, and marketing. The subgroups were chaired by James Caswell, Linda Nunes, Dena Williams, and Christine Pytel, respectively. The subgroups researched their assigned topics and provided specific recommendations, which were reviewed by the entire Task Force. The recommendations presented here are a distillation of many hours of analysis, dialogue, and debate.

MEMBERSHIP

Task force members were selected to represent a cross-section of Agency employees across the Nation and to represent a variety of backgrounds and jobs. The current members of the Task Force, their job titles, and their places of employment are:

- Ball, Seabelle, Management Analyst, Research Deputy, Washington
- Beasley, J. Lamar, Director, Southeastern Station, Asheville, NC
- * Biesterfeldt, Robert C., Editor, Southeastern Station, Asheville, NC
- Blake-Brisco, Margaret, EEO Program Manager, Pacific Southwest Research Station, Berkeley, CA
- * Burse, Luther, Assistant to the Chief for Civil Rights, Washington
- Caswell, James L., Forest Supervisor, Targhee NF, Idaho, Region 4
- Cherpack, Jill, Public Affairs Specialist, Northeast Area, Radnor, PA
- Coffelt, Larry, Director, Management Systems and ADM, Denver, Region 2
- Croston, Debra, Support Services Specialist, Grey Towers, Milford, PA
- Crowfoot, James, Dean, School of Natural Resources, University of Michigan, Ann Arbor
- * Davis, Mary H., Staff Assistant, Administration, Washington
- Destito, John, Assistant Station Director, ADM, Intermountain Research Station, Ogden
- Dooley, Charles, Personnel Officer, Atlanta, Region 8
- Durazo-Means, Maria, Forester, Tongass-Stikine Area, Petersburg, AK
- Harden, Charles, Director, Science and Education, Society of American Foresters, Washington
- James, Jim, Information Receptionist, Challis NF, Idaho
- Johnson, Franklin, Computer Specialist, Computer Sciences & Telecommunications Staff, Washington
- Kirby, Steve, Deputy Director, Personnel & Civil Rights, Washington
- Lewis, Frank, District Ranger, Bayou Ranger District, Ozark-St. Francis, Region 8
- ** Miller, Dave, Resource Information Specialist, Information Systems Staff, Washington
- Murphy, Wanda, Clerk-typist, Challis NF, Region 4
- Nimura, Robin, Assistant Director, Human Resources, Albuquerque, Region 3
- Nunes, Linda S., Director, Civil Rights, San Francisco, Region 5
- Parris, Luz, Budget Coordinator, Cooperative Forestry, Washington
- Payne, Larry, Deputy Regional Forester, Milwaukee, Region 9
- Pytel, Christine, Assistant Director, ADM, Northeastern Station and Area, Radnor, PA
- Rios, Bernie, Deputy Director, Fish and Wildlife, Portland, Region 6
- ** Rutherford, Susan, Dispersed Recreation, Recreation Staff, Washington
- Schipper, Art, Assistant Station Director, Pacific Northwest Station, Portland
- Tippeconnic, Robert, Tribal Government Program Manager, State and Private Forestry, Washington
- Wheeler, Audrey, Computer Programmer Analyst, Program Development and Budget, Washington
- Williams, Dena, Assistant to the Regional Forester for Civil Rights, Missoula, Region 1

* Management team/resources to Chairman and to Task Force

** Facilitators

TOWARD A MULTICULTURAL ORGANIZATION

In 1976, the Forest Service established a civil rights policy, and line officers established numerical targets. In 1987, Chief F. Dale Robertson reaffirmed and extended that policy. He announced the Forest Service's intention of having a diverse work force by 1995. He established goals, outlined objectives, and disseminated Agency intentions with considerable fanfare and enthusiasm. Since then, the Forest Service has made meaningful progress, but it also has learned that the journey will be far more difficult than we realized. It is as though we scaled a ridge, expecting to see our destination on the other side, but found an entire mountain range ahead of us. Under the circumstances, anxiety and disagreement are not surprising. Some people would like to return to the point of origin. Others would like to slow the pace and stretch the journey over a lifetime. We reject these negative approaches. Recognizing the distance that must be covered, we recommend speeding the pace by adopting a different mode of transportation.

In this report, we outline our vision of work force diversity in the Forest Service; we recommend an overall strategy for achieving it; and we describe some goals the Forest Service should adopt. These goals are very important and deserve careful attention. But before we visit them, we should reexamine the reasons why we started the journey toward a diverse work force in the first place.



A Social Imperative

Is the diversity that is sought a basic mission of the Forest Service? The answer to that question depends upon one's definition of a mission. If one holds that a mission statement is a simple expression of an organization's central purpose, work force diversity must be excluded. If a mission is more broadly defined to include required actions in pursuit of the central purpose, then work force diversity is a part of the Forest Service mission.

The desirability of work force diversity is not a subject for debate inside the Agency. Existing laws require such diversity. Whether we as individuals like it or not, our Agency has been ordered through the public's representatives to have a diverse work force. This legal requirement has the same force and urgency as a mission.

In addition, the Forest Service cannot effectively care for the land and serve all people without a diverse work force. There are three major reasons for this conclusion:

1. The character of our Nation's work force is changing rapidly. Already, women, members of minority groups, and people with disabilities collectively outnumber able-bodied white males. What is the future of an organization that excludes a majority of the talent pool in recruiting its employees?

2. Americans are coming to realize how difficult it is to understand one another. For the Forest Service to serve the diverse publics, all cultures must be present at all levels in its organization. A man cannot fully appreciate what it is to be a woman.

A white American can never truly understand what it is to be an African American. Taping your eyes closed for a day or a week cannot tell you what it feels like to be effective without sight.

3. To be competitive in a business sense, the Forest Service must have a multicultural work force that is representative of our multicultural society. Such a work force will increase productivity and quality of service.

A key question is how these people will fit into the Forest Service. Must they become "Forest Service green" in their outlooks and approaches? Or will they be permitted to retain their diverse outlooks? This Task Force strongly recommends the latter.

Americans are rejecting the notion of a melting pot in which individuals' characteristics are destroyed so that more convenient characteristics can be substituted. Women do not want to be men. People do not want to give up their heritage or outlook. They see their personalities as unique and valuable, and they cherish their differences. Americans are no longer satisfied with just being considered when major decisions about their lives are made. At best, they want to be present when decisions are made. Failing that, they want to be represented by people with values like their own.

This social imperative requires more than a change in the makeup of the Forest Service work force. It requires a change in decisionmaking and supervisory behavior in the Agency. It is no longer enough to be sensitive to the needs of people of many kinds. Human diversity must be present throughout the Forest Service. All natural resource decisions have human impacts. We must adopt a decisionmaking process in which many views are heard, valued, and incorporated.

In short, the Forest Service must become multicultural rather than just accommodating multicultural needs.

Definition of Work Force Diversity

Our thinking leads to a definition of work force diversity in terms of its characteristics:

In a culturally diverse work force, employees of differing race, color, age, sex, national origin, religion, marital status, and people with disabilities contribute effectively at all levels of the organization. Employees are given every opportunity to develop, advance, and contribute to the organization's mission. The organization understands, embraces, and effectively uses the diverse values, beliefs, and behavior of its employees.

Progress

Since 1976, the Forest Service has made significant strides towards work force diversity. Overall, the proportion of women in the Forest Service has increased from 22 to 38 percent and the proportion of minority employees from 8 to 14 percent. However, these percentages are short of those in the 1980 Civilian Labor Force (CLF)—43 percent women and 18 percent minority.

These trends are continuing. Over the past 6 months, women accounted for 59 percent of new appointments and minorities for 25 percent of new appointments. Also, 66 percent of current cooperative education students are women and 36 percent are minority.

In regards to specific race and national origin, the Forest Service has exceeded 1980 CLF percentages for American Indian/Alaskan Native (4.4 percent versus 0.5 percent) and is approaching the 1980 CLF percentages for Asian/Pacific Islander (1.2 percent versus 1.7 percent) and Hispanic (4.8 percent versus 5.7 percent) categories. The Forest Service falls short of matching the CLF percentages for blacks (4.0 percent versus 10.0 percent).

Despite the improvement, there are still many areas which need additional attention. For example, women and minority employees are seriously underrepresented in most senior positions in the Forest Service and whites account for nearly 90 percent of graduate-level cooperative student appointments (73.6 percent to white women and 15.7 percent to white men).

The Affirmative Employment Plan Update, dated June 25, 1990, concluded that in GS/GM 13-15 professional positions white women and both genders of all minorities are underrepresented. The only exception is Indian/Alaskan Native men. Overall for professional positions, black men, black women, and Asian/Pacific Islander men are underrepresented.

In addition, Hispanic women, white women, Asian/Pacific Islander women, and Asian/Pacific Islander men are underrepresented in GS/GM 13-15 administrative positions. Overall black men, Hispanic men, and Asian/Pacific Islander men and white men are also underrepresented in administrative positions.

In technical positions at grades 9-12, all female and minority categories except Hispanic and American Indian/Alaska Native men are underrepresented. Overall, in technical positions, white women, Hispanic women, Asian/Pacific Islander women, and black men are underrepresented.

The Forest Service has moderately increased its employment of people with

disabilities, but it falls short of matching the CLF. In September 1983, 3.8 percent of the total Forest Service work force (permanent and temporary) reported a disability and 0.6 percent reported targeted disabilities. In September 1990, 4.5 percent of the total Forest Service reported disabilities and 0.8 percent reported targeted disabilities. Eleven percent of the 1980 Civilian Labor Force reported disabilities and 6 percent reported targeted disabilities.

Finally, the favorable appearance of attainment compared to 1980 CLF data is expected to turn unfavorable in comparison to the 1990 CLF data in many categories like Hispanics, Asians, and total women, but this will not be verified until late in 1992. In general, much work remains to move women, minorities, and people with disabilities into mid- and senior-level positions.

The Vision

Our thinking also leads to a closely related vision of the Forest Service:

The Forest Service is multicultural and diverse. Employees work in a caring and nurturing environment in which leadership, power, and influence are shared. All employees are respected, appreciated, and accepted for their contributions and perspectives. As a result, Forest Service efforts and services are highly innovative, effective, and satisfying.

We recommend this vision for adoption. It provides a snapshot of the desired condition, and it suggests a strategy for reaching that condition.



An Employer of Choice

In any organization that is trying to diversify its work force, some numerical targets are inevitable. Such targets will be described and discussed in a later section that contains our recommended goals. A program that emphasizes numerical goals could create an unfavorable work environment because viewing a person as a numerical target rather than a human being is demeaning. Target-oriented programs emphasize hiring and promotion, rather than how people in underrepresented groups are treated and utilized.

The purpose of the program we recommend is to change Forest Service behavior in order to improve care for forest and rangeland and to improve service to the American public. That is the purpose, and that should be the focus. People should be hired and promoted because of what they can do and how well they can do it. All Forest Service employees must be treated with fairness, dignity, and respect.

How, then, can difficult numerical goals be reached at designated times? We believe they can be achieved by transforming the Forest Service into an **employer of choice** for everyone, but particularly for members of underrepresented groups.

Many Americans in underrepresented groups are worried about the earth and its resources—worried enough to dedicate their professional lives to our mission. In that respect, the Forest Service already is a highly attractive employer. The key need is to provide an attractive working environment for all people.

Employees and the Forest Service can flourish in the multicultural environment described in our vision of work force diversity. Most people want a **caring and nurturing environment in which leadership, power, and influence are shared**. They want to become full partners in the work of this Agency, while retaining the characteristics that make them special human beings.

While the concept is simple, its execution is difficult and complex. The Forest Service must begin to behave like a multicultural organization, even though its current work force is insufficiently diverse and its understanding of multicultural needs is inadequate.

Far-reaching changes are needed in decisionmaking and supervisory style. Extraordinary leadership is needed to help to bring about the needed changes.

Traditional Forest Service decisionmaking and supervisory styles have been quasimilitary. Most managers have viewed their areas of responsibility as navy captains view their ships. Most Agency managers have listened to and "taken care of" their subordinates. They have felt that decisionmaking and decision implementation were personal prerogatives. They have taken the blame for failure and received a majority of the credit for success.

Many may ask, "What's wrong with that approach? It certainly has served us well in the past." There are several problems with this traditional approach: (1) It tends to stifle the creativity of subordinates. (2) It delays the achievement of organizational power for a very long period. (3) It encourages the advancement of people who are similar to their supervisors. (4) It prevents people in underrepresented groups from taking part in decisions. For all these reasons, this militaristic approach to supervision is not appropriate in a multicultural organization.

Experiences in major Forest Service programs support the changes in supervision and working environment that we recommend:

The Forest Service has been forced to involve external publics in decisions that affect those publics. Exposing decisionmaking to public scrutiny was painful, but we are doing it and it is working.

In land and resource management, interdisciplinary teams moved us from relying only on the perspectives of Foresters to benefiting from the strength of many resource perspectives. Likewise, decisionmaking and policy setting will be strengthened by integrating the diversity of views in a multicultural organization into these processes.

At various levels in the Forest Service, efforts are underway to increase creativity and to improve quality of work. Recommendations for more participatory leadership and for empowerment of employees are very similar to our recommendations for improving the work environment.

It is not clear exactly what the New Perspectives program will look like, but it appears to be calling for greater flexibility and more sensitivity in land management. We are calling for greater flexibility and more sensitivity in people management.

Although it cannot be abandoned, personal and group discipline can no longer be the primary adhesive that binds Forest Service employees together. We must also be bound by mutual respect, common purpose, and love for each other. An organization with those ties will be an employer of choice.

Marketing the Changes

The changes in leadership and supervisory style we recommend will be difficult for many Forest Service employees to accept. When we talk about "all employees being respected, appreciated, and accepted for their contributions and perspectives," we mean to include everyone. Extraordinary efforts will be needed to convince many traditionalists that we mean what we say. We must help individuals to adjust to change.

We recommend marketing methods for designing changes and getting them accepted. Marketing arranges for mutually beneficial exchanges that satisfy human wants and needs. Marketing, as practiced in the private business sector, includes product or service development, pricing, promotion, and distribution based on customer needs and expectations. The elements of product development, promotion, and distribution can be applied to help meet the needs of employees in a multicultural organization. In that manner employee support can be obtained for work force diversity objectives.

We believe that marketing will be effective because it recognizes that both sides in a successful exchange must see transactions as beneficial. Consider, for example, that we may be asking white middle-aged Forest Service employees in positions of influence to change their leadership style and their approaches to decision-making. A marketing approach would force us to ask why these people would want to do what is asked. What's in it for them? Maybe more effective accomplishment of the Agency mission. Maybe greater personal effectiveness. Maybe a less stressful work environment.

Marketing requires research to determine what existing and potential employees want from their work environment. It also implies that the "product"—the work environment—will be altered sufficiently to achieve beneficial exchanges.

If our recommendation for a marketing approach is adopted, a strategic marketing plan will have to be prepared. Groups that have a stake in work force diversity will have to be identified, their needs will have to be determined, and strategies for satisfying the needs of group members will have to be developed.

Organizational Leadership

In any organization, the power of top administrators to lead is limited by the inclination of the rest of the people to follow. The more participatory the organization becomes in its leadership style, the more important it becomes to justify major changes in direction. In the absence of justification, leaders may find that they have no followers. We are recommending a more participatory leadership style for the Forest Service. And we are recommending major changes throughout the Agency. This section of our report describes some actions that top administrators must take to speed the diversification of the Forest Service work force. Those actions are related to:

1. Mission
2. Power Sharing
3. Organizational Structures
4. Values and Related Practices
5. Allocation of Resources

First, however, our goal of a multicultural organization deserves some attention. Increasingly, organizations in America are recognizing, that women, people in underrepresented

groups, and people with disabilities have had different background experiences than able-bodied white males. They are recognizing that these experiences lead to different values, attitudes, and behaviors. An organization can respond to these differences in a variety of ways:

1. Ignore the differences and carry on as usual.
2. Require that women, members of minority groups, and people with disabilities adapt to the organization's outlooks and methods of operation. Essentially, newcomers are thrown into the organizational pond and told to sink or swim.
3. Require that seasoned employees be sensitive to the needs of newcomers, helping them to adjust to the customs of the organization.
4. Recognize that everyone has valuable skills and perspectives and require the organization to adjust some of its values and practices so that everyone will be fully recognized, accepted, and utilized.

We recommend alternative 4, which requires the establishment of a multicultural organization.

Establish Relationship to Mission—In the Forest Service, employees are strongly dedicated to the narrowly defined mission of caring for the land and serving people. The relationship between work force diversity and accomplishment of that mission must be carefully and honestly defined. Work force diversity is essential because our mission cannot be carried out effectively without a multicultural work force.

Work force diversity might be included in a more broadly defined mission for the organization. Whether the mission statement should include means as well as ends is a matter of administrative choice. In any case, the relationship between the mission and work force diversity should be clearly and carefully defined.

Power Sharing—Establishment of a multicultural organization requires major changes in the ways in which power is distributed and used. At present, white males hold almost all of the top positions in the Forest Service. Formal plans will be required to change this situation. A direct approach is to specifically select women, minority group members, and people with disabilities for major decisionmaking roles. For it to work well, outreach, candidate pools, selection criteria, and selection processes must be designed very carefully.

The ways in which power in the Forest Service is exercised should also be considered. Analyses of female culture draw attention to the use of "power with" as contrasted to "power over," which characterizes white-male culture. "Power with" connotes collaboration in which power is exercised only after the needs and wants of others are heard and understood. In many cultures, the exercise of power depends on a deep respect for people and their relationship to the total environment. Before decisions are made, people and their interconnections with the environment are honored, and in deliberations everyone is heard and consensus is sought.

Achieving consensus takes time and energy. In that respect, an organization must "go slowly to go fast." Many white males claim to see little benefit in consensus and strongly resist initial efforts to seek it.

Informal power, which often is as significant as formal power, also must be redistributed. Several approaches are likely to be useful:

1. Establishing support groups for organizational minorities.
2. Mentoring organizational minorities. In this approach, the mentee and mentor must be comfortable with each other, and sensitive and supportive people must be available as mentors.
3. Holding frequent meetings of workers with widely diverse backgrounds. All those who attend must be made to feel comfortable with the group and its interactions.
4. Establishing support groups for white males who want assistance in adjusting to organizational change.

Organizational Structures—An organization creates structures to communicate and to make the decisions that are necessary to accomplish missions. Structures allow the organization to coordinate human activities with resources for the pursuit of goals and objectives. Whenever major changes are made in an organization, structures have to be altered accordingly. The changes required to transform the

Forest Service into a multicultural organization are major. We have not attempted to specify the structural changes that will be needed, but we believe that structures in the Forest Service will have to be modified.

Values and Related Practices—People from diverse cultures differ widely in their value systems and behavior. Clearly, some behavior patterns, like honesty, diligence, and dedication to mission, are a must. In other areas, flexibility is acceptable. Managers must carefully address issues related to:

1. Use of time
2. Expression of emotions and feelings
3. Expression and resolution of conflict
4. Recognition of achievement
5. Appropriate dress
6. Acceptable humor
7. Desirable celebrations, rituals, and holidays
8. Acceptable problem-solving styles
9. Balancing of tasks and processes





Allocation of Resources—Administrators affect accomplishment through allocations of money, information, people, and technology. What resources will the Forest Service allocate to achieve a multicultural work force? Any organizational change takes time and costs money. We have made no effort to estimate short-term costs, but when a detailed implementation plan is formulated, sufficient resources must be provided to assure accomplishment. Allocation of insufficient resources would send a powerful negative message to administrators and workers throughout the Forest Service.

Urgency

We want to transform the Forest Service into an employer of choice for people in all U.S. cultures. We assume that large numbers of highly competent people in underrepresented groups will seek employment in this transformed Agency. That assumption is reasonable only if the Forest Service changes quickly. There are two reasons for urgency. One has to do with competition in the labor market. The other is related to the age structure of our current work force.

The Forest Service is not the only organization that must diversify its work force to compete and perform effectively. Furthermore, the Forest Service must make larger changes than many of its competitors because it was a follower at the start of the race. To become an employer of choice for a broad cross-section of American society, the Forest Service must make up a lot of ground in a very short time.

White males will be a distinct minority among new entrants to the labor force, so recruiting minorities, females, and people with disabilities must be possible. But we want to recruit well educated, highly competent, and highly motivated people. To recruit the best people, we must be seen as the best kind of employer.

A second reason for speed is that the image of our working environment must be changed before a potential wave of retirements in the mid-1990's. In response to a growing workload, the Forest Service hired an unusually large number of people in the late 1950's and early 1960's. Many of these people are eligible for retirement now and many more soon will be. The positions these people vacate will provide enormous opportunities to diversify the work force. To grasp that opportunity, we must be seen as an employer of choice before the positions are vacated.

Our solution: Plan carefully for the establishment of a multicultural Agency, and do what needs to be done. And do it now!

All of the strategies that will be described in the remainder of this report can be implemented rather quickly. It is particularly important that leadership be exercised quickly, and that supervisory styles be changed quickly to transform the working environment. In some areas, we recognize that progress will be slow. To fill research positions, for example, it may be necessary to find, recruit, and provide special training for people in underrepresented groups. Assistance in training through the Ph.D. level takes time. In such cases, outreach, recruiting, and training must begin immediately. Success will come later.

GOALS AND STRATEGIES

A great deal must be done by a large number of people to transform the Forest Service into a multicultural organization. A multicultural organization implies a diverse work force, but it implies far more. It requires new kinds of interactions among the people in the organization. We propose the setting of goals in 11 general areas: leadership, outreach and recruitment, work environment, community acceptance, valuing diversity, management and supervision, work and the family, training and development, accountability, numerical goals, and recognition. For each of these areas, we propose specific goals, describe the situation that must be addressed, and propose strategies for achieving the goals.

The Forest Service has a long tradition of decentralized management, which has fostered the use of different approaches in different Regions, Experiment Stations, Forests, and individual field units. Many local and regional programs have been highly successful in encouraging diversification of the work force. Our task force examined such programs, and we were highly impressed by many of them.

In this report, we do not attempt to list the successes that are occurring. It is enough to say that there are many examples of success and that these examples have guided our thinking in framing recommendations.



Leadership

GOAL: To elevate the stature of leadership devoted to human resources and establishment of a multicultural organization.

SITUATION: The stature of human resource leadership and the resources devoted to it are insufficient to establish a multicultural organization. Many Forest Service leaders and managers do not yet have the necessary skills, behavior, and commitment. Accustomed to emphasizing organization and control, they view multicultural situations as chaotic and aberrant.

Demographic changes are bringing new and different individual needs to the work place, and we are not organized to meet these needs. The accelerating pace of this reshaping demands a proactive approach to the changes.

The Forest Service and the entire Federal Government are placing greater emphasis on human resources. Human resources do not appear to have an equal footing with natural resources in the Forest Service. Many Forest Service managers see nothing wrong with the way in which people have been managed in the past. They believe that our primary problem is that we have not been recruiting the right kinds of people.

At present, a small number of people must plan and develop human resource programs while they are carrying on day-to-day operations. Human resource specialists are dispersed through the organization in a way that is not conducive to achievement of human resource goals.

STRATEGIES:

1. The Chief reaffirms his commitment to work force diversity and reemphasizes the importance of human resources in the following ways:

Immediately appoint someone to lead in the planning and the implementing of human resource programs. This position should have high leadership visibility in the organization. It could carry the title of Deputy Chief. The person should have power and resources equivalent to those of a Deputy Chief. This position is meant to unify efforts in the area of human resources and to send a powerful message about the importance that the Agency places on these efforts.

Achieving a multicultural organization is very similar to implementing a new perspectives approach to natural resources. A new or different organization entity should be formed to help the Agency approach human issues with a more wholistic approach that values people as a resource, their uniqueness, and their interconnectedness.

Prepare a strong message to all Forest Service employees reaffirming the Chief's commitment and expectations.

2. Integrate human resource management into Agency management and decisionmaking.

3. Require cultural diversity in all decisionmaking groups in the Agency. Take deliberate actions to reach outside of traditional groups to establish the diversity needed, irrespective of titles, authorities, and other factors that substantiate a claim towards the lack of diversity. The following are a few suggestions:

Be creative!

Fill vacancies in policy and decision-making positions with diverse applicants

Immediately supplement decision-making and informational meetings with diverse representation.

Randomly select personnel

Use shadow representatives with permission to speak

Use temporary and rotating assignments

Establish advisory and critique groups to contribute to leadership teams

4. Top Forest Service managers (Chief, Staff, Regional Foresters, and Directors) personally conduct on-the-ground reviews of work force diversity and work environment in which opinions and feelings of individual employees are sought.

5. Increase the numbers of diverse customers by integrating both work force and customer diversity issues into management, program, and activity reviews.

Make conscious efforts to target outreach to diverse groups.

Become more flexible and creative in the kinds of services we offer; include the needs that diverse groups have.

Provide more environmental education and increase Forest Service awareness in urban areas.

Outreach and Recruitment

GOAL: To effectively recruit and to retain a multicultural work force.

SITUATION: Forest Service programs for outreach and recruiting of women, members of minority groups, and people with disabilities are poorly coordinated and inefficient. At present, recruiting focuses on the needs of individual units rather than on Agency needs, and outreach is not well coordinated with environmental education.

Temporary, seasonal, and less-than-full-time employees are extremely valuable to the Agency. They also constitute a pool of experienced workers for consideration for permanent full-time positions. Multicultural balance should be maintained in this pool, and its potential should be better utilized in recruiting permanent full-time employees.

People at the top seem to focus on achieving numbers, while those at the bottom focus on getting specific jobs done. Furthermore, there are indications that resources are being wasted when more than one unit attempts to recruit the same person.

STRATEGIES:

1. The Chief commissions the preparation of a national strategic plan for recruiting and outreach. This effort could be the first responsibility of the new Deputy Chief (or equivalent) for human resource programs.
2. Identify pools of diverse candidates as soon as possible for GS-13 and higher positions. Individuals who need additional training and development to qualify for target positions should be given the needed qualifications as quickly as possible.
3. Form partnerships with other agencies and with educational, professional, and community organizations for mutual assistance in outreach and recruiting.



Work Environment

GOAL: To have an innovative, creative, people-oriented work environment for Forest Service employees.

SITUATION: The Forest Service was created in 1905 with a strict administrative hierarchy, a traditional organizational pyramid, and decreasing opportunities for advancement toward the peak of the pyramid. As the organization developed, a high degree of conformity among employees was needed to prevent fragmentation.

The Forest Service recruited young men with both the will and the capacity to conform so that they would do the job as the leaders of the Agency wanted it done. Young foresters had to endure many hardships, and women were not even considered for this arduous career.

Willingness to conform was an initial criterion for employment. Once employed, men were indoctrinated and trained to have standardized discourse, attitudes, skills, and interpretations. The result was an automatic conformity, not just because employees had to conform but because they wanted to.

To minimize differences, the Forest Service used professional foresters in all types of specialized jobs. Not only were all line officers, timber management staff, and fire control specialists foresters. So were the specialists in fields like range management, wildlife management, and personnel management. Ninety percent of the professional men engaged in the administration of the national forests were foresters.



Frequent transfer of personnel prevented the capture of Forest Service officers by local communities. Professional foresters moved too often to be deeply involved in or committed to any set of local norms. Because of their broad experience, they tended to follow agency rules rather closely.

For at least 50 years, the system worked rather well. But times and needs changed. The Forest Service had to broaden its professional diversity.

Many of the nonforestry professionals (wildlife biologists, landscape architects, hydrologists, etc.) do not subscribe to traditional Forest Service values. Many administrative and clerical employees also find it difficult to accept traditional Forest Service values. Many such employees feel like

second-class citizens because their occupations, ideas, race, gender, or physical abilities do not fit the traditional mold.

Increasing numbers of Forest Service employees refuse to conform to preformed decisions because they do not believe in those decisions. The most obvious example is an organization founded by and made up of Forest Service employees called the Association of Forest Service Employees for Environmental Ethics. Despite the excellent direction given in "Chartering a Management Philosophy for the U.S. Forest Service" by Chief Robertson, many employees perceive the Forest Service as inflexible, "by-the-book," and permeated with "have-to's."

STRATEGIES:

1. Take immediate steps to provide a desirable work environment. Some characteristics of a desirable work environment include:

Directions, procedures, and operations begin with a focus on the needs of our customers.

People are important, trusted, and empowered by being given the fullest authority and responsibility consistent with their capabilities.

The organization is truly multicultural and not just sensitive to cultural differences.

Individual skills and cultural diversity are valued and sought out as important assets.

Managers encourage and reward responsible risk taking and accept failures as learning experiences.

Creativity, innovation, and entrepreneurship are viewed as critical to our success and fostered at every level of the organization.

The primary roles of line and staff leaders are to guide, educate, advise, and encourage rather than to regulate and control. The purpose is to promote people's full potential by expanding and encouraging ideas and skills.

A true mix of gender, ethnicity, and background is established and maintained.

Working partnerships are established with community leaders, religious leaders, and educators to foster acceptance of Forest Service employees and their families in their communities, regardless of their lifestyle.

No one is surprised or threatened by someone who is "different" coming into the organization.

Qualification and competence are not assessed solely on the bases of the traditional backgrounds, experiences, and outlooks of those in the majority.

Each individual is encouraged to grow, develop, and fulfill personal goals.

Supervisors and managers who are as adept at human skills as they are at technical skills are celebrated and groomed.

A diverse work force provides outstanding service to a user public with a variety of outlooks, values, and needs.

Dogmatic approaches to recruitment, promotion, mobility, contracting, leave, work schedules, maternity, paternity, etc., are rejected.

People feel free to signal their awareness of difficulties because they expect the problems to be solved.

The judgments of people at lower levels in the organization are respected.

The range of problems tackled includes personal needs and relationships.

The physical work place is spacious, esthetically pleasing, free of barriers, and accessible to all people.

2. Set and enforce standards for performance of all supervisors. (See Accountability, page 18.)

3. Develop a sensing package to measure progress toward the desired work environment. (See Accountability, page 18.)

Community Acceptance

GOAL: To achieve community acceptance of our multicultural work force.

SITUATION: Employees cannot have a sense of belonging in our work force without acceptance by their communities. Hostile community attitudes about beliefs, lifestyle, race, sex, religious preference, marital status, etc., carry over into the work place and affect productivity.

Forest Service employees are stationed in many small, monocultural communities. Prejudice and bigotry are present in many of these communities. Even though long-term residents may not be outwardly hostile to newcomers, they may not accept families that are considered to be "different." Employees may not be able to obtain loans or get satisfactory housing. Their children may not be accepted in schools. They and their families may feel isolated because they happen to have a different lifestyle from what exists in a particular community.

Community leaders can play a major role in incorporating newcomers into the community. They can pave the way for acceptance of employees and their families into schools, civic organizations, etc.

STRATEGIES:

1. Require Forest Service officers to work with community leaders (through partnerships where appropriate) to maintain some standard of acceptance for new people. Communities must be told that we have a multicultural work force, and that we expect our people to be accepted by the communities in which they work. If conflict or inappropriate community behavior is noted, Forest Service leaders should meet with community leaders to bring about immediate corrective action.

2. Develop sponsorship programs for new employees in communities. Make people feel welcome in their new surroundings. Make information on the cultural climate as well as the services of the community available to employees. Make sure the new employee knows what to expect and what personal adjustments may be necessary.

3. Encourage the development of support groups within the Forest Service and with other organizations that have culturally diverse work forces. When necessary, seek assistance from outside organizations that specialize in providing support for minorities in monocultures.

4. On a regular basis, seek input from employees to find out their feelings about community acceptance.



Valuing Diversity

GOAL: To highly value, understand, and effectively manage diversity in the Forest Service.

SITUATION: Forest Service employees generally understand the Agency's Affirmative Employment Program and its goal of increasing the number of women, minorities, and people with disabilities in the work force. Many do not understand the difference between work force diversity and affirmative action. Many do not value diversity and do not know how to manage diversity. Most do not know how to move from an organization that accommodates cultural differences to an organization that is multicultural.

Work force diversity goes beyond avoiding discrimination. To be successful, we must value employees for their individual skills and talents.

STRATEGIES:

1. Top managers must provide a clear signal that valuing, understanding, and managing diversity is a high-priority goal.
2. Revise the Forest Service vision statement to incorporate valuing, understanding, and managing diversity and establishing a multicultural organization.
3. Develop the framework for a diversity training program at the national level to address six major topics:
 - a. Why we want diversity
 - b. What benefits diversity brings to the organization
 - c. What benefits diversity brings to the publics we serve
 - d. Exactly how we will "value" diversity
 - e. What benefits will derive from sharing leadership
 - f. Why the envisioned changes are difficult
4. The Chief, Regional Foresters, and Station and Area Directors attend the training program to equip them with understanding, commitment, and personal passion for diversity.
5. All staff and line officers attend the training program and develop implementation processes to incorporate the material into training packages for prospective supervisors and all other employees.



Management and Supervision

GOAL: To provide outstanding support and first-line supervision to a multicultural work force.

SITUATION: The ability of the Forest Service to attract and retain a diverse work force and to survive and thrive in the tight labor markets described in the Hudson Institute report "Workforce 2000,"¹ depends largely on the skills and abilities of first-line supervisors. They largely control the Agency's performance and strongly influence people's satisfaction with their work and workplace. To be responsive, supervisors must use a style of shared leadership throughout the Forest Service.

The Merit Systems Protection Board recently surveyed the reasons why 2,800 employees had left the Federal Government. An array of reasons, many of which agencies cannot control, were given. However, Federal managers and supervisors can influence many working relationships and other work-related issues. Thirty-two percent of the respondents identified the supervisor or items that the supervisor directly influences as the primary reason for resigning. These items included poor cooperation between

upper-level management and employees, low morale of the work group, too little recognition, and inadequate use of the individual's skills.

No similar exhaustive studies focus directly on the Forest Service, but informal exit interviews performed by Region 8, input received by the Service-Wide Civil Rights Committee on retention, an informal study conducted in Region 3, and material received from other Regions, Stations, Areas, and individuals surfaced similar issues, such as:

- Lack of appreciation or acceptance of the nontraditional

- People not valued or recognized

- "Plateaued" employees (technicians and support services personnel) are not valued

- Supervisory conflict

- Lack of meaningful work

- Lack of meaningful career development plans

- Supervisory responsibility is secondary to technical (production) goals

All people who supervise must learn to empower, to loosen controls, to provide for the flexibility of a variety of styles, to promote self-responsibility, and to help discover individual potential.

The development of the human resource and the creation of a caring and nurturing work environment often are secondary to the traditional functions of overseeing, directing, and controlling subordinates. Too often in filling supervisory positions, knowledge of the work to be performed outweighs essential leadership skills and traits.

STRATEGIES:

1. Develop a national policy that places a higher priority on first-line supervision than on nonsupervisory responsibilities. Provide our supervisory personnel with human relations training in motivation, cross-cultural communications, and the development of people to maximize and achieve their full potential.

2. Set national standards for the skills and competencies required to develop multicultural leadership of supervisors and potential supervisors, leaders, and managers for multicultural understanding.

3. Select supervisors who possess the following qualities, attitudes, and competencies:

- Ability to develop and empower people

- Ability to use diverse teams and shared leadership styles

- Understanding and valuing diversity and appreciating individual differences

- Ability to create a work environment that attracts and retains people from widely diverse cultures and backgrounds

- Demonstrated behavior that promotes cooperation over competition

- Ability to develop and maintain trust relationships internally and externally

- Multicultural problem-solving processes

¹ Johnston, William B.; Packer, Arnold H. 1987. Workforce 2000; work and workers for the 21st century. HI-3796-RR. Indianapolis, IN: Hudson Institute. 117 pp.

Work and the Family

GOAL: To establish a national Forest Service policy that helps employees balance career and personal needs in an increasingly complex society.

SITUATION: The typical American family no longer consists of an employee, a nonworking spouse, and dependent children. More of today's families are run by single parents of either sex. The primary breadwinner is not necessarily the male, and many families include elderly parents in need of care. Families today involve more and different relationships than ever before.

The Forest Service has a proud tradition of support for the families of its work force. It has an impressive array of policies on dual careers, family and parental leave, flexible work schedules, and a new policy on child care. Missing is a coherent policy that defines the minimum that each unit must provide.

The Forest Service has been at the forefront in adopting policies and programs to reduce conflicts between career and family needs. Policy statements are worded broadly and provide little direction for local field units. Line officers have tailored programs to local situations, but many employees are uncertain about what assistance they can expect. The results of Patricia Toth's Masters Dissertation on "Dual Careers"² also identified uncertainty by many line officers about how far they can go in accommodating employees in dual income families.

² Toth, Patricia A. 1989. Managerial decision-making processes of Forest Service managers regarding personnel issues as they relate to dual-career couples. Arcata, CA: Humboldt State University. Thesis.



Child care is another area in which there are vast differences in the responses by local units. Considerable emphasis is currently placed on on-site child care, but this approach is impractical in some locations. There are lowcost alternatives that may be offered, such as child care referral services and cooperative child care centers with private industry. Alternatives may not be considered when a unit is focused on a specific initiative.

There are many issues resulting from conflicts between careers and personal needs. Elder care, flexible schedules, job sharing, family leave, child care, and work at home are examples.

STRATEGIES:

1. Establish a national Forest Service family policy to provide support, compassion, and assistance to all employees. Promote the stability and well-being of employees and their dependents by adopting some guiding principles:

Families are fundamental to the health and strength of our society and crucial to maintaining a productive and stimulated work force.

Every family is unique and we honor the diverse cultures, traditions, and spiritual values of families.

We promote a work and community environment that ensures and enhances the ability of workers to meet their health, educational, social, and economic responsibilities.

We ensure that Forest Service policies, practices, and systems reinforce and support the work force with compassion, empathy, concern, dignity, and respect for our most important resource.

2. Require each Region, Station, and Area to provide a minimum program and to outline clear, specific, and unambiguous policies relating to flexible schedules, permanent part-time, family leave, dual career placement, spousal placement, elder care, care for the severely disabled, child care, work at home, children at the work place, job sharing, and wellness. Require subordinate units to articulate their policies and practices on the above programs.

Training and Development

GOAL: To achieve a national vision and focus for training and development of the work force.

SITUATION: The Forest Service as a whole invests heavily in the development of its people. Many training programs are on the leading edge in both technical and managerial areas. Some units, however, view training and development as discretionary and do not provide high-quality training and development opportunities for their employees. Furthermore, there is a high degree of duplication among regional training programs.

Some programs have resulted from outstanding national leadership in identifying management competencies needed for successful leadership. This initiative has focused on providing appropriate skills at the crucial stages in people's careers. However, each Station, Area, or Region has developed its own program to address these competencies. Obviously, efforts have been duplicated.

Many excellent training courses are available, but there are gaps in coverage and variations among regions. As a result, line officers in different regions are not exposed to the same type of training aimed at unifying a philosophy and a vision for the organization.

Some staff units at the national level have developed technical training programs, long-term training opportunities, and certification of employees. Other units have been far less active.

Regional variations are to be expected in a decentralized Agency, but we see a need for national focus. Without it, how can participatory management be assured? Without it, separate visions of leadership style will evolve in different regions. Leadership includes sharing successes and coaching units in improved methods and lessons learned. The building of consensus on Agency-wide initiatives need not destroy local autonomy or discretion to address the needs of local units.

STRATEGIES:

1. The Personnel and Civil Rights Employee Development Staff (P&CR) works with Chief and Staff to develop a national focus, vision, and philosophy for training and development.

2. Management's accountability for providing training and development opportunities for all employees, supervisors, and managers is reinforced. Supervisory training and development should address the evolving nature of the workplace and work force and provide the skills and knowledge required to be competent and effective. Training must be made available for all employees without regard to employment authority or disabilities.

3. P&CR works with Washington Office staff units, Regional staff units, Stations, and Area to identify supervisory and managerial competencies necessary to manage in a multicultural environment. Standards and core curricula for each level, including mandatory requirements, should be defined. Areas in need of particular emphasis are: (1) developing human resource management skills for supervisors, and (2) preparing all employees and management to thrive with an increasing diversity of human values, cultural traditions, and physical abilities. P&CR staff should take the lead in identifying and sharing successful and innovative training and

focus development to avoid costly and duplicative efforts. Developmental training for potential supervisors should provide the skills and knowledge necessary to meet or exceed the selection criteria for supervisory personnel detailed in the Management and Supervision Strategies.

4. Mentoring and support groups are provided for all employees who want them.

5. Developmental training is provided for all employees. Career counseling should be revitalized so that each employee has an individual development plan that is individualistic, realistic, and achievable. Temporary and permanent as well as technical and professional employees will receive support for developmental training. We should also ensure that employees recognize their personal responsibilities for development. Career paths should be developed for nonsupervisory employees who do not want to become supervisors.

6. P&CR works with technical staffs to identify levels of technical competencies and, where appropriate, certify standards. Core curricula and mandatory requirements should be defined for each technical specialty. Technical staffs should take the lead in identifying and sharing successful and innovative training and focus development to avoid costly duplicative efforts.

Accountability

GOAL: To have effective accountability for managing a multicultural organization and for diversifying the work force.

SITUATION: At present, accountability for equal employment opportunity and civil rights (EEO/CR) activity comes from the performance appraisal system, and we believe it should stay there. A problem so far has been that less-than-satisfactory ratings for the relevant performance element have been extremely rare. Results indicate either that performance has been good throughout the Agency or that the performance element is not assigned great importance. We suspect the latter.

Considerable changes in requirements are underway in the Department of Agriculture, and these changes have not yet been fully implemented in the Forest Service. The USDA document "Framework for Change" says that "employees . . . who fail to meet agreed upon criteria in the EEO/CR element shall be rated less-than-fully successful and declared ineligible for bonuses, rank, and cash awards." The same document requires accountability for all nonsupervisory as well as supervisory employees. We assume these changes in the approach to accountability will be implemented rapidly throughout the Forest Service.

The key issue that we see with respect to accountability is the willingness of raters to confront less-than-fully-satisfactory performance. Each case of poor performance in this critical area must be dealt with promptly to achieve improvement.

For the performance rating system to work, all supervisors must understand the objectives of work force diversity and of a multicultural organization. Also, there must be close working relationships between human resource managers and line officers or other supervisors.

STRATEGIES:

1. The Forest Service is implementing the USDA policy that requires a critical EEO/CR element for all employees. Expand the element from EEO/CR to include support for work force diversity and a multicultural organization. Fully implement this policy change in FY 1991.

2. As a matter of policy, treat similar line positions like Regional Forester, Director, and Forest Supervisor in the same manner. By this we mean that all should have the same element in their performance standards. Staff positions will require different elements to match their types of responsibilities.

Include measures of progress and success in achieving work force diversity, measures of creative support for diversity, and measures of success in nurturing and mentoring employees to encourage advancement, development, and retention

in the work force. In the performance elements of all supervisors, these elements should be oriented to work culture and should measure progress and success in implementing the new culture.

Line officers need to know what their goals are and what they need to do to achieve them. They should know how their unit compares with their Affirmative Employment Program Plan (AEPP).

As a means for validating individual performance ratings, these ratings in EEO/CR should be compared with group performance. If most individuals are doing superior jobs, their successes should be reflected in unit totals. These comparisons should be made at the Regional and Station levels and reported to the Chief to comply with USDA reporting requirements.

For all supervisors, we recommend a performance element that measures success in stimulating employee creativity and innovation. This new element should replace similar existing ones rather than being added on. Clear and uniform guidelines must be established for ratings of "fully successful," "outstanding," and "less-than-fully successful."

3. Develop a user-friendly employee sensing package to measure changes in organizational climate and culture and individual performance. This package should be designed for use at all levels in the organization.

Numerical Goals

GOAL: To clearly define Forest Service numerical targets for work force diversity in 1995 and to provide overall direction for the year 2000 and beyond.

SITUATION: At present, our Agency's work force diversity goals are poorly defined. This Task Force does not recommend heavy emphasis on numerical goals. Nevertheless, we recognize a need for such goals to be fully defined and universally understood.

Legal minimums must be understood throughout the Agency because certain types of affirmative action may be taken only when legally recognized deficiencies can be demonstrated.

STRATEGIES:

1. The legal minimums that must be accepted are:

1995—The Forest Service work force must have percentages in recognized groups equal to the percentages in the Civilian Labor Force (CLF) in 1990. For people with disabilities, we think the appropriate number will be about 5.9 percent.

1990-92—For this period, Forest Service totals must be compared with CLF figures for 1980. The reason for comparing with such old CLF figures is that CLF numbers are gathered in the Census, which is completed once every 10 years.

1993—In or near 1993, new CLF totals will be available. They may reveal legal minimums that are extremely difficult to meet.

Work force stratification—Legal requirements for work force stratification are not entirely clear. We recommend the following breakdowns:

(1) the Washington Office, (2) standard Forest Service regions, and (3) all of Research plus the Northeastern Area for State and Private Forestry. For each of these breakdowns, a separate Affirmative Employment Program Plan (AEPP) will have to be prepared.

Job category—In each region, the work force must be divided into (1) professional, (2) administrative, (3) technical, (4) clerical, and (5) blue-

collar (PATCOB) groups. Within those broad groups are 20 tracking job series that are broadly represented in the Forest Service. Altogether, these 20 series account for 73 percent of Forest Service employees. We recommend separate analysis for representation by females, minority group members, and people with disabilities. When analysis shows underrepresentation, high-priority recruiting efforts should be triggered.

The recommended series are:

PATCOB		Series
Professional	401	General Biology
	454	Range Conservation
	486	Wildlife Biologist
	460	Forester
	810	Civil Engineer
		All Other Professional Series
Administrative	201	Personnel Management
	334	Computer Specialist
	341	Administrative Officer
	342	Office Services Management
	1102	Contracting and Procurement
		All Other Administrative Series
Technical	*203	Personnel Clerk and Assistant
	*303	Miscellaneous Clerk and Assistant
	*335	Computer Aid and Technician
	*462	Forestry Technician
	802	Engineering Technician
	*1101	General Business and Industry
		All Other Technical Series
Clerical	*203	Personnel Clerk and Assistant
	*303	Miscellaneous Clerk and Assistant
	*318	Secretary
	322	Clerk-Typist
	*335	Computer Aid and Technician
	*1101	General Business and Industry
		All Other Clerical Series
Blue-Collar	4749	Maintenance Mechanic
	5716	Engineering Equipment Operating
		All Other Blue-Collar Series

* Denotes that the series is included in more than one PATCOB category.

All other series, regardless of size, will be combined by PATCOB category and analyzed as a group.

We recommend that (1) the Washington Office, (2) each Region, and (3) Research and the Northeastern Area obtain regional work force statistics in its area of responsibility for the technical, clerical, and blue-collar categories. The statistics should then be compared with regional CLF statistics to determine underrepresentation.

National civilian labor work force statistics should be used for the Professional and Administrative categories. The only deviation from the current AEPP requirement is for the Administrative category. Rather than using national CLF for GS/GM-13 and above, we are recommending that it be applied for all administrative occupational series.

We further recommend that series-specific CLF data not be used in categories 460, 462, 802, and 810. In these categories, proportions of females and minority group members are rather low in the CLF. Use of averages for all professionals in the CLF will lead to higher targets. These higher values are necessary to suitably diversify the work force.

The Washington Office should be required to summarize regional data into a Forest Service AEPP. In instances where summarized regional objectives differ from Agency objectives, the Chief will work with Deputy Chiefs, Regional Foresters, and Directors to ensure that the Agency objective is at least met. The national AEPP, therefore, will reflect absolute minimum performance. We hope that performance will normally exceed that minimum.

2. 2000 and beyond—Although the Forest Service will have to continue to compare Agency statistics with CLF data, our ultimate aim is to have a work force that represents the diversity of American society as a whole. Being representative of the entire adult U.S. population will be much more difficult than being representative of the CLF. We think that setting such a goal for a year prior to 2000 would be unrealistic. Nevertheless, we should not lose sight of that long-range goal.

3. Chief and Staff vacancies—Staffing decisions for all Deputy Chiefs, Associate Deputy Chiefs, Regional Foresters, Station Directors, the Area Director, and Staff Directors must be made in the context of setting an example and setting the pace for the rest of the Agency. People who historically have not had to compete with women, minorities, and people with disabilities must face increased competition for these positions.

4. Data requirements—Through a formal request to the Department of Agriculture, obtain certain data:

- a. Third-quarter statistics on work force breakdowns for performance evaluations.
- b. The National Finance Center (NFC) printouts must be distributed to the WO, each Region, each Station, and the Area. Regional data must be broken down by National Forest.
- c. NFC PATCOB data must be provided for the 20 occupational series that will receive special analysis. All other series in each PATCOB category must be summarized as a group.
- d. NFC data must reflect the CLF statistics on the basis shown in the AEPP. Thus, we will need national data for Professional and Administrative categories, and State and local metropolitan area data for Technical, Clerical, and Blue-Collar categories.

Recognition

GOAL: To fully and appropriately recognize individuals and organizational units for the full range of multicultural accomplishments.

SITUATION: People representing a cross-section of the Forest Service were asked their impressions of the recognition given for accomplishments in work force diversity. Most individuals who commented turned their thumbs down. Some of their comments include: "It's for the flash-in-the-pan efforts which are highly visible." "Emphasis is being placed on numbers without attention being paid to the development of employees." And "The only people recognized are those in personnel and civil rights positions."

It was pointed out that not a single award for work force diversity accomplishment has been presented at the last two winter RF&D meetings. The implication is that accomplishments in work force diversity do not get the same attention as other accomplishments.

For the most part, diversity has been measured in terms of numbers at year end. It was stated that a line officer who can "steal" the most people in underrepresented groups from other units is recognized as doing the most. Many people perceive that only individuals who make hiring and promotion decisions can help achieve work

force diversity. It was pointed out that there is nothing in research position descriptions that allows or encourages nonsupervisory people to contribute to work force diversity efforts.

A broader concept of contributions includes caring about, supporting, and nurturing newly hired people, providing bilingual brochures, helping local communities understand diversity, and mentoring people who want it. These kinds of efforts seldom are noticed.

We acknowledge that more awards are being given for work force diversity accomplishments than in the recent past. There are many examples of local programs that are working well for the individual units. We feel, however, that more and greater recognition is warranted. We think that it is unclear what it takes to exceed fully successful performance in the area of EEO/CR except for individuals in personnel or civil rights positions.

STRATEGIES:

1. Enhance the formal recognition given for multicultural accomplishments at all levels of the organization.

a. Require special recognition at the local level for multicultural accomplishment ratings of "exceeds fully successful." The recognition will include: (1) a plaque which recognizes the individual as a major contributor to multicultural objectives, (2) the plaque will be designed so future year's recognition can be added, (3) for each successive year of "exceeds fully successful" accomplishment, the individual will be eligible for a tangible or intangible award, and (4) annually each unit will assess its awards program to determine if the desired results are occurring and to make necessary adjustments.

b. Let it become an accepted and expected practice for subordinates to recognize higher grade employees for mentoring.

2. Enhance recognition of multicultural achievements at the national level through Chief's Special Awards.

a. Establish clear and uniform criteria for superior and distinguished multicultural accomplishments by individual employees, employee groups, and units.

b. Base nominations and selections of employee groups or units for these special awards solely on meeting or exceeding the established criteria.

c. Require each Deputy Chief, Regional Forester, Station Director, and Area Director to nominate employees or employee groups for the multicultural achievement awards and units for multicultural achievement grants. Select awardees from the candidates that are nominated.

d. Fund cash awards through the Chief's Office.

e. Fund unit cash grants through the Chief's Office. Permit unit grants to be used for any activity or purpose that either benefits the unit employees as a whole or furthers unit accomplishment of work force diversity.

f. Commemorate all awards or grants with appropriately inscribed plaques.

APPENDIX

MULTICULTURAL ORGANIZATION: WHAT IS NEEDED IN THE USDA FOREST SERVICE?¹

James E. Crowfoot²
January 1991

In the face of positive progress in affirmative action and growing recognition of the changing demographics in the U.S. work force, new questions are being asked about work force diversity. One area of questions concerns what kind of organization and work environment we are seeking to realize.

There is already widespread recognition that most organizations and their internal environments have been dominated by white males and their cultural values, attitudes, and behaviors. Actions have been taken to reduce overt discrimination by white males toward women, people of different races, the young and old, and people with disabilities. Some progress is being made in reducing these different types of discrimination. However, more subtle and pervasive institutionalized patterns of discrimination are still operating.

The USDA Forest Service is actively pursuing work force diversity. One way this is being done is through a national task force which has been charged to examine progress and problems and make recommendations. In the course of this task force's deliberations the topic of multicultural organization has been discussed. At the request of the task force chairperson, the author drafted this paper to explain suggestions made in the course of task force discussions.

WHY MULTICULTURALISM?

Increasingly, it is being recognized that the greatest numbers of women, people of color,³ disabled people, and the young and old in organizations bring with them different background experiences. Many of these groups differ from able-bodied, middle-aged white males in their values, attitudes, and behaviors, as well as in ways of perceiving situations and solving problems. Given these differences, how should existing organizations respond? Organizations are developing a variety of answers, some of which are listed:

1. Ignore the differences—carry on business as usual.
2. Stress that women, racial minorities, disabled, young and old—adapt as quickly as possible to the organization and accept the established assumptions, world view, methods of analysis and problem solving, rules and ways of getting along to getting ahead. Throw these newcomers in and let them sink or swim to find out if the organization is the right place for them.
3. Stress sensitivity by existing organizational members to the newcomers—women, minorities, and the disabled—orienting, answering questions, encouraging, helping them “find the things they can do” as they become familiar with and adjust to the organization.
4. Recognize that the newcomers bring valuable skills and different perspectives, knowledge, and commitments that require the organization to change its values and practices in order to recognize, accept, and utilize the full human resources of the organization. This requires change and adjustments by all individuals and groups in the organization. Sometimes this is referred to as a “multicultural organization” because in it the different subcultures of its members are recognized and accepted. Furthermore, the different cultures cooperate in pursuit of the organization's mission while not allowing a “melting pot” dynamic to eliminate their differences.

Other analysts and practitioners have also described different organizations' responses to the increasing diversity in the U.S. population and work force. Bailey Jackson and Evangelina Holvino have contrasted organizations that are monocultural (“interested only in enhancing the dominance, privilege, and access of those in power,”) nondiscriminating (“interested in bringing people of different cultures in without changing the way things are”), and multicultural (emphasis on diverse cultural representation, equitable distribution

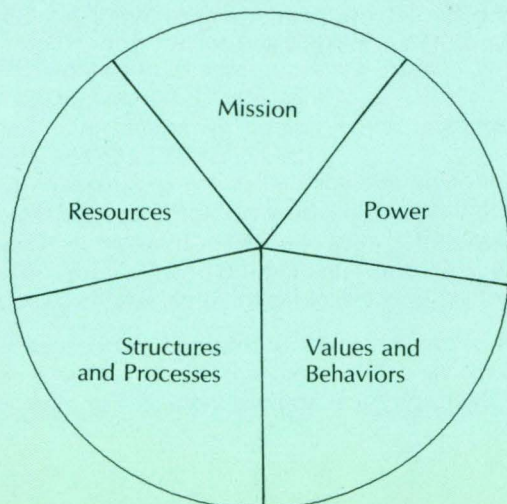
of power and influence, supports the elimination of oppression, and supports multicultural perspectives in the larger society).⁴

ACHIEVING A MULTICULTURAL USDA FOREST SERVICE

Further exploration of option 4 (above) and Bailey and Holvino's multicultural organization requires description and analysis of how a multicultural organization⁵ is different from traditional monocultural organizations. Robert Terry, in work on racism in organizations, has determined core elements which require changing in order to combat racism.⁶ Drawing from his framework, I identify five elements of an organization which must be understood and changed to achieve a multicultural organization.

1. Mission
2. Resources
3. Power
4. Structures and processes
5. Values and behavior

Before examining each of these elements from the perspective of achieving a multicultural organization, it is important to understand why each element is important and how the elements are related to each other. A formal organization exists to achieve some specific outcome(s) and the organizational mission describes why it exists, what it seeks to achieve, and serves to focus and bound all organizational action. **Resources** include all the elements—people, facilities, finances, etc.—that are necessary to achieve an organization's mission. **Power** is necessary to acquire, coordinate, and control the resources in ways that achieve the mission. Explicit **structures and processes** are necessary to guide the actions and changes for which power is exercised, and resources are used to achieve the mission. **Values** of the people involved in the organization, along with their **behaviors**, influence all interactions that occur. Values are particularly important in determining who is in what role, how work is done, and the degree to which individuals are motivated and contribute to the organization. The following diagram illustrates the interdependence on these five elements.



Many work organizations in the United States are now in the early stages of planning and action to achieve a multicultural organization. There is no "cookbook" for how to achieve the complex changes that are involved. But it is clear that high commitment by an organization's leadership, along with a major multiyear organizational change program, will be required to even approach the challenge of this task.

Individual learning and change by everyone in the organization will be a basic part of any effective effort to achieve a multicultural organization. This section is intended to provide initial exposure to the major areas of change and some of the issues involved in planning for organizational change to achieve a multicultural organization. Questions are provided to assist the reader in relating these ideas to their own experience and knowledge of the USDA Forest Service.

Mission

An organization's mission defines why it exists and what results it seeks to achieve. Such a mission statement should describe what will be contributed to society if the organization realizes its goals. The mission is the foundation of the organization and provides for everyone involved in it a common foundation for all organizational activity. Effective organizations have up-to-date mission statements developed through concerted discussions and decisionmaking. In these organizations all members and supporters know the mission and refer to it as an essential element in organizational problem solving and decisionmaking. Many organizations do not have up-to-date and functioning mission statements and suffer from the resulting confusion, conflict, and lack of focused commitment by its members and supporters. Lack of a functional mission statement is a particularly serious organizational problem in the current time of rapid societal and global changes.

A part of these rapid changes involves the relationship between the natural environment and people. Increasing numbers of people, and increasing affluence of some people, place ever-increasing demands on the environment and the resources it provides—put simply—demands for new materials, places to dispose of waste in all forms, and demands for places to live and other experiences that people highly value. Given the historic responsibilities of the USDA Forest Service, it is experiencing increased pressures as a result of the changing relationship between people and the natural environment. These pressures call for creative problem solving and change by the agency, which includes explicit attention to its mission statement.

It is essential that a multicultural organization's mission address what the organization seeks to achieve in relation to the Nation's diversity in terms of race, gender, abilities, and age. People who differ in terms of these characteristics have had different background experiences, hold different values and related perspectives, and often want different things.⁷ In determining and interpreting the mission of the USDA Forest Service, it

is essential to give explicit attention to the values, perspectives, and wants of different groups. Because of historic and current patterns of inequity, this specifically requires new awareness, understanding, and responsiveness to people of color, women, people with physical disabilities, and the young and the old. Such systematic attention and responsiveness will alter an organization's mission and behavior. The USDA Forest Service is challenged to consider and decide upon such changes in its mission and behavior.

One element of what an organization seeks to achieve in relation to diversity is the composition of its own work force and the way different groups within this work force are expected to interact. To achieve major change in the work force of an organization and the ways in which its members interact requires that these matters concerning human resources be explicitly addressed in the organizational mission and closely related goals and policies. Without this high and explicit priority there will continue to be doubts about the extent to which the organization is serious about achieving change in its human composition and how its members interact. Also, unless these matters are addressed in the organizational mission and closely related goals and policies, there will continue to be unclarity about the vision and goals toward which these organizational changes are directed.

Lack of high commitment to achieving a major organizational change, and lack of clear communication of such commitment to all organizational members, undermines the effectiveness of the change effort and generally dooms it to failure. Similarly, unclarity and confusion about the vision and goals the change seeks to realize greatly reduces the probability of achieving change. This means that it is essential for the USDA Forest Service to understand, articulate, and track how achieving the organization's mission depends on the diversity of its work force. Meeting the legal requirements of affirmative action is essential, but it is equally important to have the work force diversity required to achieve the creative problem solving and the policy and management decisions necessary for a public agency to effectively serve an increasingly diverse society and a world where globalization of the economy and environment protection is occurring.

Therefore, in seeking to achieve work force diversity it is essential to define, based on the mission, policies specifying the organizational composition being sought. In the face of such major change, it is vital to specify what other changes organizational members will need to make and what changes, if any, the organization is expected to make. In an organization seeking to be multicultural, the mission and closely related goals and policies should state that both the members of the organization and the organization are intended to and will have to change. Furthermore, it should be stated that the rationale for these major changes is to achieve a work environment which utilizes the resources of the full diversity of groups and individuals, and which acknowledges, understands, respects, and is fair to the

varied cultures in the organization. It should be stated that such a multicultural organization will necessitate changes in such basic organizational elements as resources, power, structures and processes, values, and behaviors. It is also essential to describe why and how this will enable the organization to more effectively pursue the part of its mission that is externally focused and ultimately determines whether the organization will survive and thrive.

Changing the organization's mission to incorporate its commitment to work force diversity internally and externally, as well as other needed updating, is a process that requires intentional planning and action to be effective. This process needs to have strong leadership and commitment from the top level of the organization, but also involve all the other levels of the organization and representatives of key external organizational constituencies. Only in this way will the new mission statement for the multicultural organization reflect the thinking and experience of the entire organization, be understood by everyone, and be both formally and informally adopted by the organization and any external authorities who legitimize and direct the organization.

Key Questions:

1. What place, if any, does work force diversity and multiculturalism have in the current mission statement of the USDA Forest Service and in the major policy statements and operational goals which seek to implement the mission statement?
2. What would be a workable process for changing the USDA Forest Service's mission statement to incorporate work force diversity and multiculturalism in both the internal and external affairs of the agency? Who would need to initiate this process? Who would need to be involved? What would be a workable timeline for completing this process?
3. How up to date is the mission of the USDA Forest Service? How functional is the current mission statement in guiding the organization as it focuses on current problems? How well understood is the mission statement at all levels of the organization and by all groups of employees and by members of external constituencies with major interests in the USDA Forest Service?

Resources

The well-being and survival of any organization depends on the people who work for it and the people who support it. These peoples' commitments, knowledge, and skills in pursuing the organization's mission are absolutely necessary for the organization's success.

A multicultural organization requires workers and supporters whose backgrounds are diverse in terms of gender, race, physical ability, and age. For most major

U.S. organizations this represents a major change, but one which they have begun making as they have pursued affirmative action objectives. Accelerated outreach and recruitment efforts, along with effective retention and promotion procedures, are needed to ensure the presence of absolutely necessary organizational employees as well as external supporters.

The growing number of people of color and women in the U.S. work force is a societal condition that challenges organizations to change the cultural composition of their work forces and external supporters. Also, the globalization of the economy in a world in which the majority population is people of color is a further challenge to organizational work forces.

Organizations require other resources besides their workers and external supporters, including finances, technology, physical facilities, a "market" for its services or products, and community support systems required by employees. Achieving a multicultural organization requires these resources. To allocate needed resources to this purpose requires that an organization acquire new resources and/or reallocate existing resources. Achieving a multicultural organization is not a free good, because it requires major change in the time allocations of employees and other costly resources; e.g., new programs of recruitment, mentoring, training, and changed systems of organizational planning, individual evaluation, and supervision to say nothing of the changes needed in its external relationships and the services or products it provides.

Community support systems for employees is a particularly important organizational resource for achieving a multicultural organization. Communities provide the day-to-day life supports (e.g., housing, transportation, medical services, and education) required by employees. Often community support systems are not adequately available to people of color, women, people with disabilities, and young and old individuals. Under such conditions, changing and/or supplementing these support systems to meet the needs of a diverse work force will require commitment of organizational resources. In some cases it may be necessary for the USDA Forest Service to negotiate anew with municipalities in which it is located or to move its operations to communities desirous of providing support systems which are essential to a multicultural work force.

Physical facilities and technologies need attention and often alteration to make it possible for an employee with disabilities to function and be effective. On occasion, organizational restructuring to achieve a multicultural environment will require rearrangement and/or alteration of physical facilities.

The different groups and individuals that make up the multicultural organization must have access to resources needed to do their jobs and develop their abilities. Traditionally, organizations have not fairly distributed resources and have failed to recognize their responsibility to assist individuals to develop their abilities. Unfair resource distribution is a barrier to retaining employees and to achieving the human resource development that ensures promotability and a flow of organizational minorities into higher level leadership positions.

Fair distribution of organizational resources often has meant equal access to resources for all groups and individuals, but even this is not enough in the multicultural organization. What single mothers need is often different from what married fathers need. What people of color need to overcome past and present discrimination is often different from the needs of white people who have not been subjected to discrimination. Changes in organizational policies and administrative practices are required to attain fair and effective distribution of resources in a multicultural organization.

Becoming a multicultural organization requires change in the way resources have been distributed and recognition of new resource areas for which the organization must take responsibility. Inevitably this will force the organization to advocate change in the communities and society where it functions, as well as to advocate new understandings of different groups' needs among its employees.

While multicultural organizations cannot be achieved without needed resources, which include dollars budgeted to this goal, dollars are not enough—commitments and skills are needed which cannot be purchased with dollars but must be attracted in different ways. The vision and ideals of the organization are essential as is its track record in becoming diverse and multicultural.

Key Questions:

1. What resources in the USDA Forest Service are now devoted to becoming a diverse and a multicultural organization?
2. What additional resources are needed for this goal? Where can the resources be obtained? Who has the authority to allocate these resources?
3. What unfairness in resource allocation exists in the USDA Forest Service and is a barrier to achieving a diverse and multicultural organization?
4. What level of expertise in organizational change now exists in the USDA Forest Service? What additional expertise is needed? What will be required to effectively use this expertise?

Power

The development and use of power is essential to maintaining an organization. Through the use of power, the resources needed to achieve the mission are acquired and coordinated. However, power can and often is used in ways that hurt the organization and its members and supporters. One type of misuse of power is discriminatory behavior—whether overt or covert—toward people of color, women, people with physical disabilities, and younger and older members. Organizations seeking to be multicultural must use their power to develop and implement policies and practices that reduce harassment and other discriminatory practices.

A multicultural organization also requires major changes in the ways in which power is distributed and used. A multicultural organization cannot be achieved unless people of color, women, disabled, and young and old members of the organization share power with the white males who have traditionally had most formal and informal organizational power. This requires providing new groups with access to powerful roles and redistributing the formal roles which have authority to exercise power.

To redistribute power by means of selecting people of color, women, and people with disabilities for decision-making roles requires major organizational commitment and careful planning to ensure relevant candidate pools, adequate selection criteria (i.e., ones not biased in favor of white males), and processes of selection that ensure that the organization's commitment to work force diversity and multiculturalism are consistently and effectively pursued.

Power redistribution also means sharing the informal roles and norms by which other dimensions of organizational power are exercised. For informal power to be redistributed requires several changes that are difficult to achieve. These changes include:

1. Active support groups of minority employees meeting together with their peers and without outsiders for the purposes of assisting each other in surviving and making advancement in the organization. Such meetings are means of sharing understandings and skills as well as strategies for coping with being an organizational minority.
2. New mentoring opportunities and relationships which include but are not limited to white males mentoring organizational minorities. To create such opportunities requires white males who are conscious of patterns of discrimination, committed to actively working to combat these patterns, active in working to create a multicultural organization, and open and desirous of sharing their skills, information, and contacts with organizational minorities. For mentoring to work, the mentees must select the mentor, and there must be time and legitimation for the mentoring.

3. Work meetings—formal and informal—which are diverse in their composition and even more difficult, diverse in their patterns of interactions. We often see white males gravitate to one area of a room to banter about sports, hunting, difficulties of relating to women, etc. Sometimes in such settings organizational minorities congregate together to discuss what they are interested in and in ways which are comfortable to them. New patterns of interaction require individuals to learn about each others' interests, develop ways of interacting that do not exclude, and become relaxed with interactions that were rarely, if ever, a part of one's growing-up experiences.
4. Support groups for white males who want assistance in making changes to become more comfortable and effective in a diverse organization and society. It is essential that these groups not overtly or covertly function as the latest outpost of the "white male club," but genuinely address overcoming discrimination, the problems white males are experiencing in this process, and how white males can work effectively in groups and organizations they do not dominate.

The ways power is exercised also must undergo change. This requires honoring and incorporating into organizational practices the ways in which subcultures other than that of white males exercise influence. The specific ways power is to be used in the multicultural organization is one of the vital issues to be addressed and decided upon in developing such an organization. For this matter, as for the other changes being described, there is no "cookbook" prescription.

Some examples of different ways of exercising power can be provided. For instance, many analyses of the culture of women draw attention to the use of "power with," as contrasted to the "power over," which characterizes white male culture. "Power with" connotes collaborations in which power is exercised only after understanding the needs and wants of others as they define them. Or another example can be drawn from the culture of Native Americans, where the exercise of power rests on a deep respect for people and nature and an honoring of them through ceremony and deliberations in which everyone is heard and which often lead to consensus.

Often white males, particularly those in roles of established authority, quickly state that the above examples will not work for their organization, are inefficient, or otherwise inappropriate. Rarely in a first reaction do they state that they are unfamiliar with these practices, do not understand them and their impacts, and are apprehensive about change and trying such new things. It is rare for white males to admit they are deeply threatened by other groups suggesting that established ways of exercising power are not the only valuable ways and that other ways are so valuable that they must be

understood and used. These common reactions are cited to alert the reader to some of the difficulties involved in understanding, much less agreeing, to use new ways of exercising power as one element in becoming a multicultural organization.

In addition to formal organizational commitment and planning to achieve this redistribution of power, there needs to be advocacy by people of color, women, people with disabilities, and the young and the old. These groups and individuals must assert their rights and needs for redistribution of power to occur. Conflict is an inevitable part of this process of change, and achieving a multicultural organization requires that such conflict be legitimated and that processes and skills are developed for settling specific disputes, for achieving this nonviolent organization, and for focusing on achieving an effective multicultural organization.

Key Questions:

1. How effective are USDA Forest Service policies and practices to prevent harassment and other discriminatory actions toward people of color, women, people with disabilities, and younger and older members of the organization?
2. In the USDA Forest Service what progress has been made in formal power sharing? What are the barriers to having more people of color, women, people with disabilities, and underrepresented ages in decisionmaking roles? What changes are needed for more power sharing to occur? Who must motivate and implement these changes?
3. In the USDA Forest Service what progress has been made in each of the four means of informal power sharing described above? What are the barriers in each of these areas and what changes are needed to implement opportunities in each?
4. What opportunities are there for USDA Forest Service employees—in terms of training or other experiences—to try nonestablished means of exercising power? How might more such opportunities be created and employees be supported in using these opportunities?
5. In the USDA Forest Service, what legitimacy and support exists for advocacy efforts on behalf of people of color, women, and people with disabilities? What processes and norms exist to recognize and resolve conflict resulting from such advocacy? How can these mechanisms be improved?

Structures and Processes

Organizational structures and processes are explicit patterns of decisionmaking and communication that are established to realize the organization's mission. Structures and related processes allow for the coordination of human and other resources in the pursuit of explicit goals and objectives. By determining patterns of interaction, structures also create boundaries whereby some employees are included in particular decisions and communications and others are not.

Structures and processes are related to power, the prior topic, because they include provision for decision-making. They also are related to the organization's mission in that structures are created to pursue specific goals which are based on the organization's mission. Because creating and maintaining means of decision-making and communication, and arrangements of physical and electronic space are so influential in organizational life, structures are a separate topic of consideration in planning and achieving a multicultural organization.

In relating structures and processes to achieving a multicultural organization, two topics are key:

1. New or radically changed structures and processes required by a multicultural organization.
2. Altered ways of achieving the patterns of decision-making and communication which are provided for by organizational structures.

There is a temptation to focus on only one of these topics, out of a desire to simplify what is needed to achieve a multicultural work organization, and sometimes out of a desire to not "rock the boat" by means of restructuring or basic decisionmaking and communication processes.

In the United States in the 1990's, achieving a diverse organizational work force will require a great deal of specialized organizational activity. Structures need to be created with specific responsibilities, resources, and personnel for recruiting, hiring, and retaining people of color, women, and people with disabilities. These structures, and the specific roles which are part of them, also need to provide the information, skills, monitoring, and organizational change expertise required to assist the total organization with the complex, long-term changes required to become multicultural. There is a dangerous tendency to merely add these responsibilities to existing structures and roles, thereby often creating overload and failing to acquire the specialized expertise needed to get the job done. While all structures and personnel in the organization need to be involved in achieving work force diversity and multiculturalism, there needs to be specific structures created, staffed, and maintained to provide specialized expertise, leadership, information, and programs.

Becoming a multicultural organization also necessitates a greater variety of structures, which inevitably means a more complex organization. These different structures are needed to incorporate the ways of working that come from the different subcultures of the organization. Given this plurality, it generally is the case that boundaries among units and levels of the organizations need to be more open, allowing for greater movement of information and people and, thus, easier boundary spanning.

Achieving a multicultural organization requires more open communication to understand and utilize the diversity and complexity in a coordinated way. Such communication needs to recognize and include the symbols, definitions, and other linguistic elements of the multiple cultural groups in the organization. Participatory decisionmaking also must be practiced as a way to ensure that different groups are respected and treated fairly. Such practices also improve group problem solving and the agreements and accompanying commitments to decisions that are essential in a diverse organization. Changes in communication and decisionmaking processes, while difficult to describe, are essential to utilizing diversity for purposes of creativity and productivity, and for creating a supportive work environment where each cultural group and every individual experiences strong positive regard.

Many recent organizational programs on quality of work life and achieving improved organizational quality and productivity are seeking to develop new communication and decisionmaking processes to achieve effective work teams. Such programs are potentially valuable in helping achieve the multicultural organization. If this potential is to be realized, such programs of change must incorporate actions to overcome discrimination based on gender, race, ability and age, and actions to achieve effective collaboration in diverse groups.

One additional structural matter which was introduced earlier in the section on power requires further explanation. In the multicultural organization, structures need to provide opportunities for women to gather with women, men to gather with men, members of racial and ethnic groups to gather with others from their own group, for people with disabilities to gather together, as well as for younger and older members of the organizations to have their own opportunities to meet with people of similar age background. Traditionally, many white men have had such opportunities, generally without being aware of it, because they were the dominant group in the organization and because of the substantial overlap between their organizational interactions and their nonwork social interactions; e.g., golf, hunting and fishing clubs, fraternal organizations, service clubs, etc.

The reason that the structures of the multicultural organization need to provide for such "caucuslike" groups is the support they provide to their members, the opportunity to identify shared problems and potential solutions, and the opportunity to sustain the subculture of

the group. The multicultural organization recognizes the integrity of these subcultures and their importance to their members, and does not want to eliminate nor inhibit their members' identification with them because they are a part of individual identity and a potentially positive resource for the organization.

I say potentially positive, because realization of this potential depends on several factors, including utilization of differences, achieving creativity, resolving differences, effective multicultural problem solving, etc. Diversity obviously means differences and if these differences are openly faced and dealt with, there will be conflict. The multicultural organization needs to develop processes and skills to ensure that this conflict is not suppressed and does not become destructive.

Key Questions:

1. What structural changes in the USDA Forest Service are needed to achieve a multicultural organization? What new structures are needed and with them what expertise, leadership, information, and program?
2. What changes in communication and decisionmaking processes in the USDA Forest Service are needed to achieve a multicultural organization? How will the goals, strategies, and actions required for such changes be achieved?
3. What new structures and processes are needed for handling conflicts? How can these mechanisms be made responsive to different groups' ways of expressing and resolving conflicts?

Values and Behaviors

Values and behaviors are extremely important elements of organizations. They are present in the mission, resources, power, and structures and processes. All too often they are not examined in their own right. In the multicultural organization, the values that are recognized and accepted and that are the basis of organizationally sanctioned behaviors need to reflect from the different subcultures. Some of the critical areas of values and behaviors where diverse cultural inputs need to be identified and understood so they can be incorporated into the organization's policies and practices are:⁸

1. Use of time
2. Expression of emotions
3. Expression and resolution of conflict
4. Recognition of achievement
5. Appropriate dress
6. Acceptable humor
7. Desirable celebrations, rituals, holidays, etc.
8. Acceptable styles of problem solving
9. Balance of "task" and "process"
10. Ways of leading

To recognize different values and behaviors, and to understand and appreciate them, requires teaching and learning. This is not easy learning because everyone has emotional attachments to their own values and behaviors and particularly to ones with which they are familiar and comfortable. This matter is made more difficult because deeply entrenched patterns of sexism, racism, ageism, and discrimination against people with disabilities result in every individual and group seeing some other groups' and individuals' values and behaviors as not just different but inferior and unacceptable.

Any organization that is serious about reducing racism, sexism, discrimination against people with disabilities, and ageism faces very tough challenges in changing values and behaviors. The difficulty of the challenge is in changing discriminatory behaviors when the person doing the behaving is unaware of either the origins of the behaviors or the hurtful consequences to the people to whom the behaviors are directed. The multicultural organization is an order of magnitude more difficult because it also requires understanding and positively appreciating the values and practices of groups different from one's own and the willingness and ability to do things differently based on the values and behaviors of other groups.

There is a great satisfaction to be realized in becoming comfortable with formerly uncomfortable practices and in becoming more capable of doing things in different ways. It is this satisfaction, along with satisfaction in greater fairness and justice and more effective ways of doing things in a diverse society, that are the most important bases of motivation for achieving a multicultural organization. Ideally, individuals at their own volition would make the multiple changes in values, attitudes, and behaviors required for an effective multicultural organization. In reality, these changes will not occur without effective:

1. Leadership modeling
2. Clearly defined expectations and standards
3. Programs of education and training
4. Effective evaluation processes
5. An effective system of rewards in relation to multi-culturalism
6. Formal and informal norms congruent with standards of behavior in a multicultural organization

These means of changing behaviors and values will not occur without high commitment and effective actions to create them. To achieve each of these means requires explicit multiyear organizational change programs.⁹ These change programs have to be coordinated with other goals of the organization but not subsumed by these other goals.

Key Questions:

1. What level of understanding and acceptance of different subcultures exist among different groups of USDA Forest Service employees? What research and analysis is needed on an ongoing basis to systematically answer this question?
2. What changes in organizational norms defining acceptable behaviors have been made by the USDA Forest Service in response to work force diversity and the values of women, minorities, and disabled people? Which of these changes is reflected in formal guidelines and standards of the organization? How widely are these changes known and understood? What additional changes are needed? Who has the responsibility to make them?
3. What educational and training programs exist in the USDA Forest Service to promote multicultural understandings? How effective are these programs? How could they be improved? What new programs are needed? Whose responsibility is it to make these changes?
4. How effective are USDA Forest Service evaluation processes and reward systems in assessing and sanctioning behaviors that contribute to achieving a multicultural organization? What changes are needed? How can these changes be implemented?

CONCLUSIONS

Achieving the changes in mission, power arrangements, structures, values, and related behaviors necessary to achieving a multicultural organization will require comprehensive and multiyear processes of organizational change. Each of these areas of organizational change requires careful analysis, clear decision-making, and major commitments and then sustained and effective action over many years throughout the entire organization.

An organization which is effective in reducing discrimination, achieving a diverse work force, and becoming multicultural in its operations is a progression that is increasingly demanding. It is also a progression that recognizes: (1) needed changes in the face of historic and present injustice and current laws, policies, and programs seeking to reduce discrimination, (2) demographic changes in which women and people of color are and will increasingly be a larger proportion of the work force and the need of organizations to employ these people, and (3) growing realization of how diversity can result in more effective means of working and interacting in the interest of both organizational productivity and individual well-being and satisfaction.

FOOTNOTES

1. This framework on diversity and multiculturalism in work organizations is based on:

Chesler, Mark A. and James E. Crowfoot, *Racism in Higher Education I: An Organizational Analysis*. Program on Conflict Management Alternatives Working Paper #21. Ann Arbor: University of Michigan, Center for Research on Social Organization, 1989, pp. 1-63.

Chesler, Mark A. and James E. Crowfoot, *Racism on Campus in Ethics and Higher Education*, William W. May, Ed. New York: MacMillan, 1990, pp. 195-230.

2. The author is a Professor of Natural Resources and Urban and Regional Planning at the University of Michigan. From 1983 to 1990 he served as Dean of the School of Natural Resources and during this period was involved in a university-wide effort to increase racial diversity. The author developed this paper while serving as a member of the USDA Forest Service's National Task Force on Work Force Diversity, representing the National Association of Professional Forestry Schools and Colleges. This paper and its ideas have **not** been endorsed by either the USDA Forest Service or NAPFSC. I thank the members of the National Task Force for the privilege of being part of their deliberations and the opportunity to be stimulated by their problem solving and commitment to change. I write from my background—white; Anglo-Saxon, Protestant, male (of British and Swiss ancestry). I have experienced work force diversity and organizational efforts to achieve multiculturalism which have taught me a great deal, but which also leaves me feeling I have a lot more to learn about this topic.
3. The term "people of color" is used throughout this paper in reference to racial minorities because worldwide black, brown, yellow, and red people are a majority and because changing demographics in the United States will change who is presently minority and majority. Furthermore, the term "people of color" draws attention to whiteness as a color-related phenomenon; i.e., the absence of color, and raises questions about the meaning of this reality.
4. Based on Bailey W. Jackson and Evangelina Holvino's, "Multicultural Organization Development," Program on Conflict Management Alternatives, Working Paper #11. Ann Arbor: University of Michigan, Center for Research on Social Organization, 1988, pp. 6-7. These authors have described their vision of a multicultural organization as follows:

"A Multicultural Organization reflects the contributions and interests of diverse cultural and social groups in its mission, operations, and product or service.

A Multicultural Organization acts on a commitment to the eradication of social oppression in all forms within the organization. It is also sensitive to the possible violation of the interests of all cultural and social groups whether or not they are represented in the organization.

A Multicultural Organization is one where the members of diverse cultural and social groups are full participants at all levels of the organization, especially in those organizations.

A Multicultural Organization follows through on its broader external social responsibilities including its support of efforts to eliminate all forms of social oppression. This also involves the support of efforts to expand the multicultural ideology."

5. Thinking, discussion, and debate on multiculturalism is still in its early stages. A recent example of one journalistic overview of these discussions is Mark Satin's article, "Multiculturalism Will Make Us Whole" in *New Options*, No. 68, June 25, 1990, pp. 1-8.
6. Based on Robert Terry's, "The Negative Impact on White Values," in Bowser and Hunt (Eds.), *The Impact of Racism on White Americans*. Beverly Hills: Sage Press, 1981.
7. For example it is clear that different U.S. racial groups have had different histories and hold different values in relation to the natural environment. Obviously many Native Americans, based on their culture, revere, honor, and experience relationships to the natural environment that are very different from those of most white people. Many women are active environmentalists, and by virtue of childbearing have experiences of life processes that are different than those of men. Opinion polls show that many young people have greater awareness and concern on the average than is found among older Americans.
8. See J. Kochman's, *Black and White: Styles in Conflict*. Chicago: University of Chicago Press, 1981.
9. The topic of needed strategies and processes of organizational change to achieve a multicultural organization is a major topic in itself and has only been touched on in this paper. Any organization committed to this goal needs to expend major resources in developing the organizational change capabilities which are necessary to achieving such a complex and difficult goal. Developing such capability requires using outside expertise, developing specialized informal expertise and the structures, processes, and programs for using it, and developing knowledge and commitment at all organizational levels in relation to change for achieving a multicultural organization.